

## Message Text

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APPROVED BY ACDA/IR:DLINEBAUGH

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C:NTERRELL

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PM/DCA:VBAKER

NSC:SHADLEY

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S/S-O:L.MATTESON

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S E C R E T STATE 236950

E.O. 11652:GDS

TAGS: PARM, NATO

SUBJECT:MBFR: WG STUDIES ON AIR MANPOWER

REF: A. NATO 5851 B. MBFR VIENNA 339

1. THE FOLLOWING IS A SUGGESTED STUDY OUTLINE FOR THE MBFR  
WORKING GROUP STUDIES OF THE US AIR MANPOWER PROPOSALS. WE

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BELIEVE WG SHOULD FIRST RESOLVE QUESTIONS RELATED TO THE

NO-INCREASE PROPOSAL AND SHOULD THEN FOLLOW UP WITH THE OTHER AIR MANPOWER ASPECTS OF THE INSTRUCTIONS IN STATE 211141. WITH RESPECT TO THESE LATTER ISSUES, WE BELIEVE THOSE RELATED TO INCLUSION OF AIR MANPOWER IN THE COMMON CEILING WITHOUT REQUIRED AIR REDUCTIONS SHOULD BE GIVEN PRIORITY. THESE IN TURN SHOULD BE FOLLOWED BY REDUCTIONS RELATED STUDIES, I.E. THOSE NEEDED FOR US/SOVIET AIR REDUCTIONS OF UP TO 15 PERCENT AND INCLUSION OF AIR MANPOWER IN THE COMMON CEILING WITH AIR REDUCTIONS. THUS, THE WG PROGRAM AS WE ENVISAGE IT WOULD BE:

(A) NO-INCREASE BETWEEN PHASES: THE FIVE QUESTIONS SUBMITTED TO THE WG (REF A, PARA 6) SHOULD BE RAPIDLY REVIEWED AND SENT TO THE SPC. SIMULTANEOUSLY THE SPC SHOULD BE REVIEWING DRAFT GUIDANCE SO THAT NAC MIGHT TAKE ACTION ON THIS FIRST PROPOSAL NO LATER THAN NOVEMBER FIRST. (SEE REF B).

(B) INCLUSION IN THE COMMON CEILING WITHOUT REQUIRED AIR REDUCTIONS: THE WORKING GROUP SHOULD ADDRESS THE PROPOSAL ON THE CONCEPTUAL LEVEL AND SHOULD VERIFY WHETHER INCLUSION COULD BE OFFERED WITHOUT PREJUDICING THE REDUCTIONS QUESTION

AND THE SUBCEILING ISSUE. WE BELIEVE THAT MILITARY-TECHNICAL STUDIES CAN BE LIMITED TO A RANGE OF QUESTIONS" SIMILAR TO THOSE ADDRESSED FOR THE NO-INCREASE PROPOSAL. BEGIN FYI. AT AN APPROPRIATE TIME, POSSIBLY AS WG STUDIES NEAR END, SPC SHOULD BEGIN TO DEVELOP DRAFT GUIDANCE ON THIS ISSUE TO THE AHG, INCLUDING A SPECIFIC CAVEAT THAT THE WEST WAS WILLING TO INCLUDE AIR MANPOWER IN THE COMMON CEILING BUT WAS NOT AT THIS POINT INCLUDING AIR MANPOWER REDUCTIONS IN THE WESTERN PROPOSAL. WE ARE HOPEFUL THAT THE SPC CAN AGREE ON THE DRAFT GUIDANCE BY 13 NOVEMBER WITH VIEW TO NAC DECISION BY 15 NOVEMBER. END FYI.

(C) DETAILED TECHNICAL-MILITARY STUDIES RELATED TO AIR MANPOWER REDUCTIONS: THERE ARE A NUMBER OF SPECIFIC QUESTIONS WHICH COULD USEFULLY BE ADDRESSED AND WHICH REQUIRE MORE DETAILED AND LENGTHY ANALYSIS. WE BELIEVE THAT THESE STUDIES SHOULD BEGIN WITH THE QUESTIONS RELATED TO THE ISSUE OF INCLUSION IN THE COMMON CEILING WITH AIR MANPOWER REDUCTIONS I.E., SUBCEILINGS AND THE LEVEL OF COMMON CEILING, AND THEN ADDRESS AIR MANPOWER REDUCTIONS, AS FOLLOWS:

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..... (1) SHOULD THERE BE SERVICE SUB-CEILINGS WITHIN THE COMMON CEILING? IN PARTICULAR,

..... " WOULD RESTRICTING LONG TERM PACT FLEXIBILITY  
..... TO SHIFT MANPOWER BETWEEN GROUND AND AIR  
..... FORCES BE WORTH IMPEDING NATO IN THE SAME  
..... WAY?  
..... " HOW COULD AN ABSENCE OF SUBCEILING IN THE

..... COMMON CEILING BE RECONCILED WITH OUR FOCUS  
..... ON THE SOVIET TANK ARMY REDUCTION IN PHASE I?

..... (II) AT WHAT LEVEL SHOULD ANY AGGREGATE AIR-  
GROUND COMMON CEILING BE DRAWN?

..... (III) HOW COULD SOVIET AIR MANPOWER REDUCTIONS  
OF UP TO FIFTEEN PERCENT BE TAKEN? (WE WILL PROVIDE A  
STUDY OF THE WAYS IN WHICH THE US COULD TAKE ITS REDUCTIONS).

..... (IV) WHAT WOULD BE THE EFFECTS OF US AND SOVIET  
AIR MANPOWER REDUCTIONS OF UP TO FIFTEEN PERCENT ON ALLIED  
MILITARY CAPABILITIES?

..... (VI) WHAT WOULD BE THE EFFECTS OF POSSIBLE ALLIED  
AIR REDUCTIONS IN PHASE II? (FYI. BECAUSE OF THE COMPLICATED  
ISSUES IT RAISES, THIS WORK SHOULD FOLLOW THE OTHER STUD-  
IES. END FYI.)

..... (V) HOW MIGHT ANY US AND SOVIET AIR MANPOWER  
REDUCTIONS BE ARTICULATED? (E.G. AS REDUCTIONS OF AIR  
MANPOWER? AS REDUCTIONS INCLUDING AIR MANPOWER? ETC.)

2. IN PROPOSING THAT INCLUSION IN THE COMMON CEILING  
WITHOUT REQUIRED AIR REDUCTIONS BE BROKEN OUT PRIOR TO  
THE DETAILED REDUCTION STUDIES MISSION MAY DRAW ON THESE  
POINTS AS APPROPRIATE AND WHEN NECESSARY.

(A) INCLUSION IN THE COMMON CEILING DOES NOT NECESSITATE  
REDUCTIONS AND THEREFORE NEED NOT AWAIT THE RESULTS OF  
REDUCTION STUDIES TO BE APPROVED.

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(B) THE OFFERING OF INCLUSION OF AIR MANPOWER IN THE  
COMMON CEILING WOULD NOT PREJUDICE OTHER OPTIONS FOR AIR  
PERSONNEL REDUCTIONS, SUBCEILING DECISION, AND THE PRE-  
SEWT ALLIED APPROACH.

(C) ANALYSIS OF LOWER AGGREGATE AIR/GROUND COMMON CEILINGS,  
INVOLVING POSSIBLE PHASE II AIR PERSONNEL REDUCTIONS,  
IS IN ANY CASE PREMATURE. ANY PROBES IN VIENNA OF IN-  
CLUSION OF AIR MANPOWER IN COMMON CEILING NEED NOT AWAIT  
SUCH STUDIES.

(D) ALLIED ARGUMENTS FAVORING PARITY OF OUTCOME WOULD BE  
STRENGTHENED IF SUCH PARITY EXTENDED TO AIR FORCE AND  
GROUND FORCE MANPOWER;

(E) IN PRESSING THE ALLIES FOR FUTURE DETAILS THE PACT  
WOULD MOVE TOWARD NEGOTIATING ON THE COMMON CEILING;

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(F) LIMITATIONS ON PACT AIR MANPOWER COULD HELP CONSTRAIN  
THE PACT'S APPARENT EFFORT TO IMPROVE/INCREASE ITS AIR-  
CRAFT INVENTORIES;

(G) IT WOULD PREVENT POSSIBLE CIRCUMVENTION OF  
GROUND FORCE COMMON CEILING THROUGH THE TRANSFER OF GROUND  
FUNCTIONS TO UNCONSTRAINED AIR FORCES.

3. FYI: US STUDIES ON SUB-CEILINGS, LEVEL OF COMMON  
CEILING AND US/SOVIET REDUCTIONS ARE IN PROGRESS. IF  
THE SCHEDULE OUTLINED ABOVE IS ADOPTED WE WILL MAKE  
EVERY EFFORT TO SUBMIT THEM BEFORE THE WG TURNS TO  
THESE TOPICS. END FYI. INGERSOLL

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